## Senate



General Assembly

File No. 140

January Session, 2015

Substitute Senate Bill No. 1007

Senate, March 19, 2015

The Committee on Children reported through SEN. BARTOLOMEO of the 13th Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

## AN ACT CONCERNING PERMANENCY PLACEMENTS.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Subsection (k) of section 46b-129 of the general statutes is
- 2 repealed and the following is substituted in lieu thereof (Effective
- 3 October 1, 2015):
- 4 (k) (1) (A) Nine months after placement of the child or youth in the
- 5 care and custody of the commissioner pursuant to a voluntary
- 6 placement agreement, or removal of a child or youth pursuant to
- 7 section 17a-101g or an order issued by a court of competent
- 8 jurisdiction, whichever is earlier, the commissioner shall file a motion
- 9 for review of a permanency plan if the child or youth has not reached
- 10 his or her eighteenth birthday. Nine months after a permanency plan
- 11 has been approved by the court pursuant to this subsection or
- 12 subdivision (5) of subsection (j) of this section, the commissioner shall
- 13 file a motion for review of the permanency plan. Any party seeking to
- 14 oppose the commissioner's permanency plan, including a relative of a

child or youth by blood or marriage who has intervened pursuant to subsection (d) of this section and is licensed as a foster parent for such child or youth or is vested with such child's or youth's temporary custody by order of the court, shall file a motion in opposition not later than thirty days after the filing of the commissioner's motion for review of the permanency plan, which motion shall include the reason therefor. A permanency hearing on any motion for review of the permanency plan shall be held not later than ninety days after the filing of such motion. The court shall hold evidentiary hearings in connection with any contested motion for review of the permanency plan and credible hearsay evidence regarding any party's compliance with specific steps ordered by the court shall be admissible at such evidentiary hearings. The commissioner shall have the burden of proving that the proposed permanency plan is in the best interests of the child or youth. After the initial permanency hearing, subsequent permanency hearings shall be held not less frequently than every twelve months while the child or youth remains in the custody of the Commissioner of Children and Families or, if the youth is over eighteen years of age, while the youth remains in voluntary placement with the department. The court shall provide notice to the child or youth, the parent or guardian of such child or youth, and any intervenor of the time and place of the court hearing on any such motion not less than fourteen days prior to such hearing.

(B) (i) If a child is at least twelve years of age, the child's permanency plan, and any revision to such plan, shall be developed in consultation with the child. In developing or revising such plan, the child may consult up to two individuals participating in the department's case plan regarding such child, neither of whom shall be the foster parent or caseworker of such child. One individual so selected by such child may be designated as the child's advisor for purposes of developing or revising the permanency plan.

(ii) If a child is at least twelve years of age, the commissioner shall notify the parent or guardian, foster parent and child of any administrative case review regarding such child's commitment not less

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than five days prior to such review and shall make a reasonable effort to schedule such review at a time and location that allows the parent or guardian, foster parent and child to attend.

- (iii) If a child is at least twelve years of age, such child shall identify not more than three adults with whom such child has a significant relationship and who may serve as permanency resource. The identity of such adults shall be recorded in the case plan of such child.
- (iv) Not later than January 1, 2016, and annually thereafter, the commissioner shall submit a report, in accordance with the provisions of section 11-4a, to the joint standing committees of the General Assembly having cognizance of matters relating to children and judiciary, on the number of case plans in which children have identified adults with whom they have a significant relationship and who may serve as permanency resource.
  - (2) At a permanency hearing held in accordance with the provisions of subdivision (1) of this subsection, the court shall approve a permanency plan that is in the best interests of the child or youth and takes into consideration the child's or youth's need for permanency. The child's or youth's health and safety shall be of paramount concern in formulating such plan. Such permanency plan may include the goal of (A) revocation of commitment and reunification of the child or youth with the parent or guardian, with or without protective supervision; (B) transfer of guardianship or permanent legal guardianship; (C) long-term foster care with a relative licensed as a foster parent; (D) filing of termination of parental rights and adoption; or (E) in the case of a youth, another planned permanent living arrangement ordered by the court, provided the Commissioner of Children and Families has documented a compelling reason why it would not be in the best interests of the [child or] youth for the permanency plan to include the goals in subparagraphs (A) to (D), inclusive, of this subdivision. Such other planned permanent living arrangement shall, whenever possible, include an adult who has significant relationship with the youth, and who is willing to be a

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permanency resource, and may include, but not be limited to, placement of a child or youth in an independent living program or long term foster care with an identified foster parent.

- (3) If the permanency plan for the youth includes the goal of such other planned permanent living arrangement pursuant to subparagraph (E) of subdivision (2) of this subsection, the department shall document for the court the manner and frequency of efforts made by the department to return the youth home or to secure placement for the youth with a fit and willing relative, legal guardian or adoptive parent.
- (4) If the permanency plan for the youth includes the goal of such other planned permanent living arrangement pursuant to subparagraph (E) of subdivision (2) of this subsection, the court shall (A) ask the youth about his or her desired permanency outcome; (B) make a judicial determination that, as of the date of hearing, such other planned permanent living arrangement is the best permanency plan for the youth; and (C) document the compelling reasons why it is not in the best interest of the youth to return home or to be placed with a fit and willing relative, legal guardian or adoptive parent.
  - [(3)] (5) At a permanency hearing held in accordance with the provisions of subdivision (1) of this subsection, the court shall review the status of the child <u>or youth</u>, the progress being made to implement the permanency plan, determine a timetable for attaining the permanency plan, determine the services to be provided to the parent if the court approves a permanency plan of reunification and the timetable for such services, and determine whether the commissioner has made reasonable efforts to achieve the permanency plan. The court may revoke commitment if a cause for commitment no longer exists and it is in the best interests of the child or youth.
  - [(4)] (6) If the court approves the permanency plan of adoption: (A) The Commissioner of Children and Families shall file a petition for termination of parental rights not later than sixty days after such approval if such petition has not previously been filed; (B) the

115 commissioner may conduct a thorough adoption assessment and 116 child-specific recruitment; and (C) the court may order that the child or 117 youth be photo-listed within thirty days if the court determines that 118 such photo-listing is in the best interests of the child or youth. As used 119 in this subdivision, "thorough adoption assessment" means conducting 120 and documenting face-to-face interviews with the child or youth, 121 foster care providers and other significant parties and "child specific 122 recruitment" means recruiting an adoptive placement targeted to meet 123 the individual needs of the specific child or youth, including, but not 124 limited to, use of the media, use of photo-listing services and any other 125 in-state or out-of-state resources that may be used to meet the specific 126 needs of the child or youth, unless there are extenuating circumstances 127 that indicate that such efforts are not in the best interests of the child <u>or</u> 128 youth.

- Sec. 2. Section 17a-10a of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2015*):
  - (a) The Commissioner of Children and Families shall ensure that a child placed in the care and custody of the commissioner pursuant to an order of temporary custody or an order of commitment is provided visitation with such child's parents and siblings, unless otherwise ordered by the court.
  - (b) The commissioner shall ensure that such child's visits with his or her parents shall occur as frequently as reasonably possible, based upon consideration of the best interests of the child, including the age and developmental level of the child, and shall be sufficient in number and duration to ensure continuation of the relationship.
  - (c) If such child has an existing relationship with a sibling and is separated from such sibling as a result of intervention by the commissioner including, but not limited to, placement in a foster home or in the home of a relative, the commissioner shall, based upon consideration of the best interests of the child, ensure that such child has access to and visitation rights with such sibling throughout the duration of such placement. In determining the number, frequency

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and duration of sibling visits, the commissioner shall consider the best interests of each sibling, given each child's age and developmental level and the continuation of the sibling relationship. If the child and his or her sibling both reside within the state and within fifty miles of each other, the commissioner shall, within available appropriations, ensure that such child's visits with his or her sibling occur, on average, not less than once per week, unless the commissioner finds that the frequency of such visitation is not in the best interests of each sibling.

- (d) The commissioner shall include in each child's plan of treatment information relating to the factors considered in making visitation determinations pursuant to this section. If the commissioner determines that such visits are not in the best interests of the child, that the occurrence of, on average, not less than one visit per week with his or her sibling is not in the best interests of each sibling, or that the number, frequency or duration of the visits requested by the child's attorney or guardian ad litem is not in the best interests of the child, the commissioner shall include the reasons for such determination in the child's plan of treatment.
- (e) On or before October first of each year, the commissioner shall report, in accordance with the provisions of section 11-4a, to the joint standing committee of the General Assembly having cognizance of matters relating to children, data sufficient to demonstrate compliance with subsections (a), (c) and (d) of this section. Such data shall include the total annual number of children in out-of-home placements who have siblings, the total number of child cases with documented sibling visitation and the number of individual siblings involved in each case.
- Sec. 3. Section 45a-715 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2015*):
  - (a) Any of the following persons may petition the Court of Probate to terminate parental rights of all persons who may have parental rights regarding any minor child or for the termination of parental rights of only one parent provided the application so states: (1) Either or both parents, including a parent who is a minor; (2) the guardian of

the child; (3) the selectmen of any town having charge of any foundling child; (4) a duly authorized officer of any child care facility or child-placing agency or organization or any children's home or similar institution approved by the Commissioner of Children and Families; (5) a relative of the child if the parent or parents have abandoned or deserted the child; (6) the Commissioner of Children and Families, provided the custodial parent of such minor child has consented to the termination of parental rights and the child has not been committed to the commissioner, and no application for commitment has been made; provided in any case hereunder where the child with respect to whom the petition is brought has attained the age of twelve, the child shall join in the petition.

(b) A petition for termination of parental rights shall be entitled "In the interest of .... (Name of child), a person under the age of eighteen years", and shall set forth with specificity: (1) The name, sex, date and place of birth, and present address of the child; (2) the name and address of the petitioner, and the nature of the relationship between the petitioner and the child; (3) the names, dates of birth and addresses of the parents of the child, if known, including the name of any putative father named by the mother, and the tribe and reservation of an American Indian parent; (4) if the parent of the child is a minor, the names and addresses of the parents or guardian of the person of such minor; (5) the names and addresses of: (A) The guardian of the person of the child; (B) any guardians ad litem appointed in a prior proceeding; (C) the tribe and reservation of an American Indian child; and (D) the child-placing agency which placed the child in his current placement; (6) the facts upon which termination is sought, the legal grounds authorizing termination, the effects of a termination decree and the basis for the jurisdiction of the court; (7) the name of the persons or agencies which have agreed to accept custody or guardianship of the child's person upon disposition.

(c) If the information required under subdivisions (2) and (6) of subsection (b) of this section is not stated, the petition shall be dismissed. If any other facts required under subdivision (1), (3), (4), (5)

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or (7) of subsection (b) of this section are not known or cannot be ascertained by the petitioner, he shall so state in the petition. If the whereabouts of either parent or the putative father named under subdivision (3) of subsection (b) of this section are unknown, the petitioner shall diligently search for any such parent or putative father. The petitioner shall file an affidavit with the petition indicating the efforts used to locate the parent or putative father.

- (d) If a petition indicates that either or both parents consent to the termination of their parental rights, or if at any time following the filing of a petition and before the entry of a decree a parent consents to the termination of his parental rights, each consenting parent shall acknowledge such consent on a form promulgated by the Office of the Chief Court Administrator evidencing to the satisfaction of the court that the parent has voluntarily and knowingly consented to the termination of his parental rights. No consent to termination by a mother shall be executed within forty-eight hours immediately after the birth of her child. A parent who is a minor shall have the right to consent to termination of parental rights and such consent shall not be voidable by reason of such minority. A guardian ad litem shall be appointed by the court to assure that such minor parent is giving an informed and voluntary consent.
- (e) A petition under this section shall be filed in the court of probate for the district in which the petitioner or the child resides or, in the case of a minor who is under the guardianship of any child care facility or child-placing agency, in the court of probate for the district in which the main office or any local office of the agency is located. If the petition is filed with respect to a child born out of wedlock, the petition shall state whether there is a putative father to whom notice shall be given under subdivision (2) of subsection (b) of section 45a-716.
- (f) If any petitioner under subsection (a) is a minor or incompetent, the guardian ad litem, appointed by the court in accordance with section 45a-708, must approve the petition in writing, before action by the court.

(g) Before a hearing on the merits in any case in which a petition for termination of parental rights is contested in a court of probate, the court of probate shall, on the motion of any legal party except the petitioner, or may on its own motion or that of the petitioner, transfer the case to the Superior Court in accordance with rules adopted by the judges of the Supreme Court. In addition to the provisions of this section, the probate court may, on the court's own motion or that of any interested party, transfer any termination of parental rights case to a regional children's probate court established pursuant to section 45a-8a. If the case is transferred, the clerk of the Court of Probate shall transmit to the clerk of the Superior Court or the regional children's probate court to which the case was transferred, the original files and papers in the case. The Superior Court or the regional children's probate court to which the case was transferred, upon hearing after notice as provided in sections 45a-716 and 45a-717, may grant the petition as provided in section 45a-717.

(h) Either or both birth parents and an intended adoptive parent may enter into a cooperative postadoption agreement regarding communication or contact between either or both birth parents and the adopted child. Such an agreement may be entered into if: (1) The child is in the custody of the Department of Children and Families; (2) an order terminating parental rights has not yet been entered; and (3) either or both birth parents agree to a voluntary termination of parental rights, including an agreement in a case which began as an involuntary termination of parental rights. The postadoption agreement shall be applicable only to a birth parent who is a party to the agreement. Such agreement shall be in addition to those under common law. Counsel for the child and any guardian ad litem for the child may be heard on the proposed cooperative postadoption agreement. There shall be no presumption of communication or contact between the birth parents and an intended adoptive parent in the absence of a cooperative postadoption agreement.

(i) If the Court of Probate determines that the child's best interests will be served by postadoption communication or contact with either

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or both birth parents, the court shall so order, stating the nature and frequency of the communication or contact. A court may grant postadoption communication or contact privileges if: (1) Each intended adoptive parent consents to the granting of communication or contact privileges; (2) the intended adoptive parent and either or both birth parents execute a cooperative agreement and file the agreement with the court; (3) consent to postadoption communication or contact is obtained from the child, if the child is at least twelve years of age; and (4) the cooperative postadoption agreement is approved by the court.

- (j) A cooperative postadoption agreement shall contain the following: (1) An acknowledgment by either or both birth parents that the termination of parental rights and the adoption is irrevocable, even if the adoptive parents do not abide by the cooperative postadoption agreement; and (2) an acknowledgment by the adoptive parents that the agreement grants either or both birth parents the right to seek to enforce the cooperative postadoption agreement.
- (k) The terms of a cooperative postadoption agreement may include the following: (1) Provision for communication between the child and either or both birth parents; (2) provision for future contact between either or both birth parents and the child or an adoptive parent; and (3) maintenance of medical history of either or both birth parents who are a party to the agreement.
- (l) The order approving a cooperative postadoption agreement shall be made part of the final order terminating parental rights. The finality of the termination of parental rights and of the adoption shall not be affected by implementation of the provisions of the postadoption agreement, nor is the cooperative postadoption contingent upon the finalization of an adoption. Such an agreement shall not affect the ability of the adoptive parents and the child to change their residence within or outside this state.
- (m) A disagreement between the parties or litigation brought to enforce or modify the agreement shall not affect the validity of the termination of parental rights or the adoption and shall not serve as a

basis for orders affecting the custody of the child. The court shall not act on a petition to change or enforce the agreement unless the petitioner had participated, or attempted to participate, in good faith in mediation or other appropriate dispute resolution proceedings to resolve the dispute and allocate any cost for such mediation or dispute resolution proceedings.

- (n) An adoptive parent, guardian ad litem for the child or the court on its own motion may, at any time, petition for review of communication or contact ordered pursuant to subsection (i) of this section, if the adoptive parent believes that the best interests of the child are being compromised. The court may order the communication or contact be terminated, or order such conditions in regard to communication or contact as the court deems to be in the best interest of the adopted child.
- (o) For any child who is (1) in the custody of the Commissioner of Children and Families due to the termination of parental rights pursuant to section 45a-717; and (2) the subject of a petition for adoption under this chapter, the court shall consider the appropriateness of postadoption communication or contact with a sibling of such child, including, but not limited to, visitation, written correspondence or telephone calls. If the court determines such postadoption communication or contact is in the best interest of the child, the court shall ensure that such child has access to and visitation rights with such sibling throughout the duration of such adoption.
- (p) The court shall consider the following factors in determining whether postadoption communication or contact with a sibling is in the best interest of the child: (1) The age of the child and his or her sibling; (2) the extent of the existing relationship between the child and his or her sibling; (3) the physical, emotional and psychological needs, including any special needs, and stability of the child and his or her sibling; (4) the child's opinion and the opinion of his or her sibling regarding such postadoption communication or contact; (5) the opinion of the adoptive parent regarding such postadoption

communication or contact; (6) opinions of experts, including any individuals who may have provided services to the child or his or her sibling; (7) the long-term plans for the child and his or her sibling; and (8) any relevant logistical concerns.

- (q) Any determination of the court pursuant to subdivision (o) of this section shall be included in the final adoption order, but such determination shall not affect the validity of the adoption. Nothing in this subsection shall limit the authority of the court to enforce its orders in any manner permitted by law.
- (r) An adoptive parent may, at any time, petition the court to review its determination regarding postadoption communication or contact between a child and his or her sibling. Upon receiving such petition, the court shall conduct a review of its determination using the factors listed in subsection (p) of this section and may order the communication or contact to be terminated or modified if the court determines that such termination or modification is in the best interest of the child. If any dispute arises pursuant to such review, the court may order the parties to engage in mediation.
  - (s) The court shall not, pursuant to the review required under subsection (r) of this section, increase communication or contact between the adopted child and his or her sibling, birth parent or other relative unless the court (1) receives consent from the adoptive parent; and (2) inquires about and considers the opinion of the child regarding such increase.

This act shall take effect as follows and shall amend the following		
sections:		
Section 1	<i>October 1, 2015</i>	46b-129(k)
Sec. 2	October 1, 2015	17a-10a
Sec. 3	October 1, 2015	45a-715

KID Joint Favorable Subst.

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

## **OFA Fiscal Note**

State Impact: None

Municipal Impact: None

Explanation

The bill implements provisions of the federal Preventing Sex Trafficking and Strengthening Families Act. The bill makes various procedure changes to the planning process for certain children under the care and custody of the Department of Children and Families that do not result in a fiscal impact.

The Out Years

State Impact: None

**Municipal Impact:** None

# OLR Bill Analysis sSB 1007

## AN ACT CONCERNING PERMANENCY PLACEMENTS.

#### SUMMARY:

By law, the Department of Children and Families (DCF) must establish and periodically revise permanency plans for children in its care or custody, which include abused and neglected children, delinquents, and children in its voluntary services program (i.e., children whose mental health needs could not otherwise be met). This bill makes certain changes to the permanency plan requirements for children age 12 and older committed to the department voluntarily or for abuse or neglect.

It requires the commissioner to consult with the child when developing and revising the plan and allows the child in turn to consult with two adults, one of whom may be designated his or her permanency plan advisor. It also requires the child to identify up to three adults to serve as permanency resources. The DCF commissioner, by January 1, 2016, must begin annually reporting to the Children's and Judiciary committees the number of case plans in which children have identified such resources.

The bill limits the children who may have a permanency plan goal of "another planned living arrangement," such as an independent living program or long-term foster care with an identified foster parent, to those age 16 or 17 (i.e., youths). (The legal effect of this change is unclear, since statutes in the DCF and child welfare chapters with identical permanency plan goal provisions are unchanged by the bill.)

Additionally, the bill requires the commissioner to (1) make a reasonable effort to schedule any administrative case review of the

child's commitment at a time and location that allows the child and his or her parent or guardian and foster parent to attend and (2) provide them with at least five days' advance notice.

The bill also gives the probate court the authority to order postadoption sibling visitation rights for adoptions that take place in that venue and requires the court to consider certain factors before making such a decision.

Finally, the bill makes several minor, technical, and conforming changes.

EFFECTIVE DATE: October 1, 2015

#### PERMANENCY PLANS

## **Child Consultation and Participation**

This bill requires the DCF commissioner to consult with any child age 12 and older in department custody voluntarily or because he or she was abused or neglected, when developing the child's permanency plan or plan revisions. The bill allows the child to consult up to two people who participate in his or her case plan, but not the child's foster parent or caseworker. One of the consultants may be designated the child's permanency plan development and revision advisor.

The child must also identify up to three adults with whom he or she has a significant relationship who may serve as permanency resources. Their names must be recorded in the child's case plan.

## Another Planned Permanent Living Arrangement

Under current law, a child's permanency plan for children in DCF custody voluntarily or because of abuse or neglect may include a goal of parent or guardian reunification, guardianship transfer, long term foster care with a licensed relative, or termination of parental rights and adoption. If DCF has documented a compelling reason why these goals are not in the child's best interest, the goal may instead be another planned permanent living arrangement ordered by the court, such as an independent living program or long-term foster care with

an identified foster parent. The bill limits the children who may have another planned permanent living arrangement as a permanency plan goal to those age 16 or 17 (i.e., youths). (Permanency plans for children committed because they were abused or neglected last up to age 18; those for children voluntarily committed last until the end of the voluntary commitment, up to age 20.)

Under the bill, such arrangements must, whenever possible, include an adult willing to be a permanency resource who has a significant relationship with the youth.

For a youth with another planned permanent living arrangement as his or her permanency plan goal, the bill requires DCF to document for the court the type and frequency of efforts it makes to return the youth to his or her home or place him or her with a fit and willing relative, legal guardian, or adoptive parent.

For each of these youths, the court must:

- 1. ask the youth about his or her desired permanency outcome;
- 2. make a judicial determination that, as of the hearing date, the arrangement is the best permanency plan for the youth; and
- 3. document the compelling reasons why it is not in the youth's best interest to return home or be placed with a fit and willing relative, legal guardian, or adoptive parent.

### POST-ADOPTION SIBLING VISITATION

By law, the Superior Court or probate court both have authority to preside over adoption petitions. For those that take place in probate court, the bill requires the court to consider if post-adoption communication or contact with a sibling is appropriate for each child who is (1) in DCF custody because parental rights were terminated and (2) the subject of an adoption petition. The communication or contact may include visitation, written correspondence, or telephone calls. If the court determines post-adoption communication or contact is in the

child's best interest, the court must ensure that the child has access to and visitation rights with his or her sibling throughout the adoption duration. When making that determination, the court must consider the child's and sibling's:

- 1. age and the extent of their existing relationship;
- 2. stability and physical, emotional, and psychological needs, including any special needs; and
- 3. opinions about post-adoption communication or contact.

The court must also consider (1) the adoptive parent's opinion about post-adoption communication or contact; (2) expert opinions, including from anyone who provided services to the child and sibling; (3) long-term plans for the child and sibling; and (4) any relevant logistical concerns.

Any decision the court makes about sibling visitation must be included in the final adoption order, but the determination does not affect the adoption's validity or limit the court's authority to legally enforce its orders.

The bill allows an adoptive parent, at any time, to petition the probate court to review its decision on post-adoption sibling communication or contact. The court, upon receiving the petition, may order that the communication or contact be terminated or modified, if doing so is in the child's best interest. The court may order the parties to engage in mediation if any dispute arises during the review.

Under the bill, the court cannot increase the communication or contact between the adopted child and his or her sibling or a birth parent or other relative unless the court (1) receives consent from the adopted parent and (2) inquires about and considers the child's opinion about the increase.

## Reporting Requirements

By law, the DCF commissioner must annually report data to the

Children's Committee to demonstrate compliance with the sibling visitation laws. The bill specifies that the data must include the (1) annual number of children in out-of-home placements who have siblings, (2) number of child cases with documented sibling visitation, and (3) number of individual siblings involved in each case.

## **BACKGROUND**

## Related Bill

HB 6899, reported favorably by the Children's Committee, also limits the permanency plan goal of another planned permanent living arrangement to youths, and it eliminates the goal of long-term foster care with a relative.

## COMMITTEE ACTION

Committee on Children

Joint Favorable Substitute
Yea 13 Nay 0 (03/05/2015)